



M-9-25

TOLEDO - LUCAS COUNTY PLAN COMMISSIONS

One Government Center, Suite 1620, Toledo, OH 43604 P: 419 245-1200 F: 419 936-3730

REF: M-9-25
DATE: January 16, 2026

TO: President Vanice Williams and Members of Council, City of Toledo
FROM: Toledo City Plan Commission, Lisa A. Cottrell, Secretary
SUBJECT: Zoning Study and Map Amendment of the Vistula Neighborhood

The Toledo City Plan Commission considered the above-referenced request at its meeting on Thursday, January 15, 2026 at 2:00 P.M.

GENERAL INFORMATION

Subject

- Request - Zoning Study and Map Amendment of the Vistula Neighborhood
- Applicant - Toledo City Council
One Government Center, Suite 2100
Toledo, OH 43604

STAFF ANALYSIS

The Toledo City Council adopted Resolution 297-25 on July 15, 2025 requesting the Toledo City Plan Commission conduct a study of zoning district classifications in the historic Vistula neighborhood. The resolution identified a study area from Superior Street to the Maumee River spanning from Cherry Street to Interstate-280 and all properties fronting on Lagrange Street from Superior Street to the Greenbelt Parkway. The study area's current zoning classifications are a mix of predominantly industrial districts along Summit Street and auto-oriented regional commercial districts along Lagrange Street including multiple areas of residential and other commercially zoned districts throughout. As stated in the resolution, the Vistula Neighborhood's proximity to Downtown, Glass City Metropark, and the Glass City Riverwalk situate the neighborhood in a unique position to redevelop its traditionally used industrial areas into a more attractive hub for residents. The intent of this study is to rezone parcels within the study area to help attract more residents to the Vistula neighborhood and to ensure that existing and new residents have access to a diverse array of amenities, especially waterfront access.

STAFF ANALYSIS (cont'd)

Vistula Neighborhood Master Plan

The Vistula Neighborhood Master Plan was created in October 2020 and passed in March 2021 as an amendment to the now replaced Toledo 20/20 Comprehensive Plan. The Plan identifies desired future land uses, a vision, and a conceptual framework for the Vistula Neighborhood. As an amendment to the 20/20 Plan, these desired future land uses use the same categories as the 20/20 Plan's future land use map. While future land uses identified in the Forward Toledo Plan are more current, the Vistula Plan's future land uses were tailored with more localized neighborhood input. The Vistula Plan's future land use map is shown in Exhibit "A". The most prominently identified future land use in the study area is Urban Village, which is defined as "A specialized residential and commercial district that possesses characteristics of Traditional Neighborhood Development (TND), such as pedestrian orientation, zero building setbacks, mixed uses, and distinct architectural character." Other identified future land uses in the study area are Parks & Open Space, Neighborhood Commercial, Utilities, and Public & Civic.

The Vistula Master Plan's conceptual framework and vision explores building out areas of "Lower Town" – the area between Superior Street and the Maumee River – with a mix of residential, commercial, and recreational uses oriented to the riverfront. It also emphasizes bringing back Lagrange Street as the neighborhood center of businesses and services similar to how it historically functioned. Lastly for this study, the plan envisions a "Vistula Central Park" or "Lagrange Park" at the site of the former Lagrange School. The Vistula Plan recommends zoning changes that support these visions.

Forward Toledo Comprehensive Land Use Plan

The Forward Toledo Comprehensive Land Use Plan is Toledo's latest citywide comprehensive land use plan adopted in September 2024. The Forward Toledo Plan outlines thirty-three (33) goals organized into five (5) themes: Build, Move, Place, Play, and Sustain. Several Forward Toledo goals were identified as important factors for the rationale behind this study. A brief summary of these goals are: Promote Housing Variety (Promote a diverse variety of well-designed housing to meet the residential needs of all Toledo citizens.); Historic Impacts on Neighborhoods (Explore the impact of historical policies on neighborhoods in terms of land use, including redlining and cyclical disinvestment, and implement corrective policies.); Building Preservation (Strengthen preservation strategies to maintain Toledo's existing housing stock and commercial buildings.); Walkable Neighborhoods (Encourage more goods and services within walking distance, independence among residents, and sustainable uses of land.); Strengthen Neighborhoods (Strengthen the connection between residents and neighborhood businesses.); Address Housing Affordability (Encourage the development of housing at price points achievable for all residents.); Park Access (Explore the impacts that nature and public spaces have on residents' quality of life.); and Water Belt (Explore an identity shift from "Rust Belt" to "Water Belt" due to Toledo's unique position on the Great Lakes and the ways this shapes Toledo's culture.).

STAFF ANALYSIS (cont'd)

Forward Toledo Comprehensive Land Use Plan (cont'd)

The Forward Toledo Plan includes a future land use map, which alongside the Plan's goals acts as a strategic guide for informing future zoning updates. The Forward Toledo Plan's identified future land uses within the study area are shown in Exhibit "B". The most predominantly identified future land use category is Neighborhood Mixed-Use, which is intended to preserve and promote pedestrian-oriented commercial and mixed-use areas. Areas identified for Neighborhood Mixed-Use are core components of neighborhoods and provide some of the highest density for commercial and residential housing opportunities. Other identified future land uses are Park Land, Low-Impact Industrial, Neighborhood Residential, and Downtown Commercial.

Resolution 297-25

Resolution 297-25 included a map with recommended zone changes, which is attached as Exhibit "C". It recommended primarily mixed-use commercial zoning designations between Superior Street and the Maumee River, Neighborhood Commercial zoning designations along Lagrange Street, Parks & Open Space at the former Lagrange School site, and General Industrial along the Greenbelt Parkway.

It should be noted that the study area identified by Resolution 297-25 was expanded slightly for properties near the Lagrange Street corridor to ensure all parcels used commercially or zoned CR Regional Commercial were included in the study. This expanded area was proposed to ensure a cohesive zoning pattern aligned through this portion of the Lagrange Street corridor.

Methodology

After reviewing the relevant plans and resolution above, Plan Commission staff investigated parcels within the study area one-by-one. A combination of research from multiple data sources were used to determine a parcel's current land use, including the Lucas County Auditor's Real Estate Inventory System (AREIS), Google Maps, and physical site visits. Once a current land use was determined, Staff evaluated the land use in conformance with the identified future land uses from the Vistula and Forward Toledo Plans to determine an appropriate zoning classification for the property, reducing the occurrence for creating nonconforming land uses. Goals, visions, and frameworks from the Vistula and Forward Toledo Plans were used as guidance through this evaluation process. A map of current zoning classifications in the study area is attached as Exhibit "D" for comparison. A map of proposed zoning classifications resulting from this study is attached as Exhibit "E".

STAFF ANALYSIS (cont'd)

Lagrange Street Corridor Proposed Zoning

As stated before, most properties along the Lagrange Street corridor are currently zoned for auto-oriented CR Regional Commercial. This zoning designation imposes suburban-style setbacks and permits auto-oriented uses such as drive-thru restaurants, which are not consistent with the Vistula or Forward Toledo Plans. Therefore, most properties along Lagrange Street are proposed for CN Neighborhood Commercial zoning, with a few CM Mixed Commercial-Residential zones interspersed. The CN zoning district is intended to accommodate pedestrian oriented small-scale retail and service businesses that serve nearby residential areas. The CM zoning district is intended to accommodate mixed-use, pedestrian-oriented development. While both zoning districts permit pedestrian-oriented commercial development, they differ in the types of residential developments allowed. The CN designation permits single- and two-dwelling homes but restricts multi-dwelling apartments on ground floors. The CM designation instead prohibits single- and two-dwelling homes while being more permissive of multi-dwelling apartments. This difference was considered to ensure existing residential uses within the corridor remain permitted by right and not classified as legal nonconforming.

In keeping with the Vistula Plan's vision and the Forward Toledo Plan's future land use, the site of the former Lagrange School is proposed for Parks and Open Space zoning. Parcels which are currently used for warehousing, auto repair, and pest control are proposed for IL Light Industrial or CS Storefront Commercial zoning to ensure the existing land uses remain permitted. These existing land uses are currently situated, operational, and not detrimental to the envisioned Lagrange Street Corridor.

Superior Street to Summit Street Proposed Zoning

Properties between Superior Street and Summit Street within the study area are currently zoned with a mixture of auto-oriented CR Regional Commercial, RM36 Multi-Family Residential, IL Limited Industrial, CO Office Commercial, and a few areas of CM Mixed Commercial-Residential. Most parcels within this area are proposed for CM zoning, with some existing single-two-, and multi-dwelling structures being isolated for CN Neighborhood Commercial, RM36, or RD6 Duplex Residential zoning instead.

Summit Street to Maumee River Proposed Zoning

Properties between Summit Street and the Maumee River within the study area are currently zoned primarily for IG General Industrial and IL Limited Industrial with a few parcels zoned CM Mixed Commercial-Residential, CN Neighborhood Commercial, and CO Office Commercial interspersed. The southern-most parcels within this area are currently zoned CD Downtown Commercial due to their proximity to the downtown area. Most parcels between Summit Street and the Maumee River are proposed for CM zoning, with some areas identified for industrial or parks in the Forward Toledo Plan being proposed for IL, IG, or POS Parks & Open Space zoning. Parcels which are currently zoned CD are proposed to remain as such, with a small expansion of CD zoning to ensure zoning boundaries align with parcel lines.

STAFF ANALYSIS (cont'd)

Summary

The goals and visions of the Vistula and Forward Toledo Plans were considered throughout this study. The proposed zone changes will create a permissive environment which allows investment in Vistula in ways that reflect these goals and visions. Architectural and design restrictions imposed by the Vistula Historic District Overlay, Summit Street Corridor Redevelopment Urban Neighborhood Overlay District, and Downtown Overlay District will remain in place and will further help to ensure any development is in line with Vistula's vision.

Neighborhood Meeting

A neighborhood meeting was held on November 12th, 2025 at Salem Lutheran Church. There were roughly ten (10) people in attendance. The proposed changes were explained to attendees and time was given for questions and answers. Staff received no objections or opposition to the proposed zone changes.

December 4th, 2025 Plan Commission Hearing

The Toledo City Plan Commission first heard this request at its December 4th, 2025 meeting. Some participants voiced concerns, the most prominent of which was that this proposal would zone several single- and two-dwelling residences on Lagrange Street as CN Neighborhood Commercial. While the CN zoning classification would permit these residences by right, participants and Plan Commissioners were concerned that some lending institutions may misinterpret the commercially-named zone as excluding residential uses. This could make it difficult for prospective buyers to obtain a mortgage. A secondary concern was that the neighborhood meeting notice did not adequately notify property owners that the study would result in a zone change. Plan Commissioners voted to spot change some of staff's recommendations, then to postpone the study for thirty (30) days. They requested that a second neighborhood meeting be held ensuring the notice adequacy detailed that the study would result in zone changes.

2nd Neighborhood Meeting

A second neighborhood meeting was held on Tuesday, January 13th, 2026 at Salem Lutheran Church. There were roughly fifteen (15) to twenty (20) people in attendance. After lengthy discussions about the future of the Vistula neighborhood, attendees seemed generally supportive of the proposed zone changes. However, they were concerned about other issues the neighborhood has been facing and urged the city that more needs to be done to revitalize the area.

Staff recommends approval of the zoning map amendment because the zone changes are consistent with the Forward Toledo and Vistula Master Plans. Additionally, the proposed zone changes are compatible with the existing land uses within the general vicinity of the study area.

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PLAN COMMISSION RECOMMENDATION

The Toledo City Plan Commission recommends approval of M-9-25, a zoning study and map amendment of the Vistula neighborhood, to Toledo City Council for the following three (3) reasons:

1. The zone changes are consistent with the Forward Toledo Comprehensive Plan and stated purpose of the Zoning Code (**TMC§1111.0606(A)**);
2. The zone changes are consistent with the Vistula Master Plan; and
3. The zone changes are compatible with existing land uses within the general vicinity of the study area (**TMC§1111.0606(B)**).

Respectfully Submitted,



Lisa A. Cottrell
Secretary

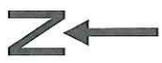
AS
Five (5) Sketches &
Five (5) Exhibits follow



M-9-25
ID 4 & 9

GENERAL LOCATION





M-9-25
ID 4 & 9

ZONING & LAND USE SUMMIT - UPRIVER

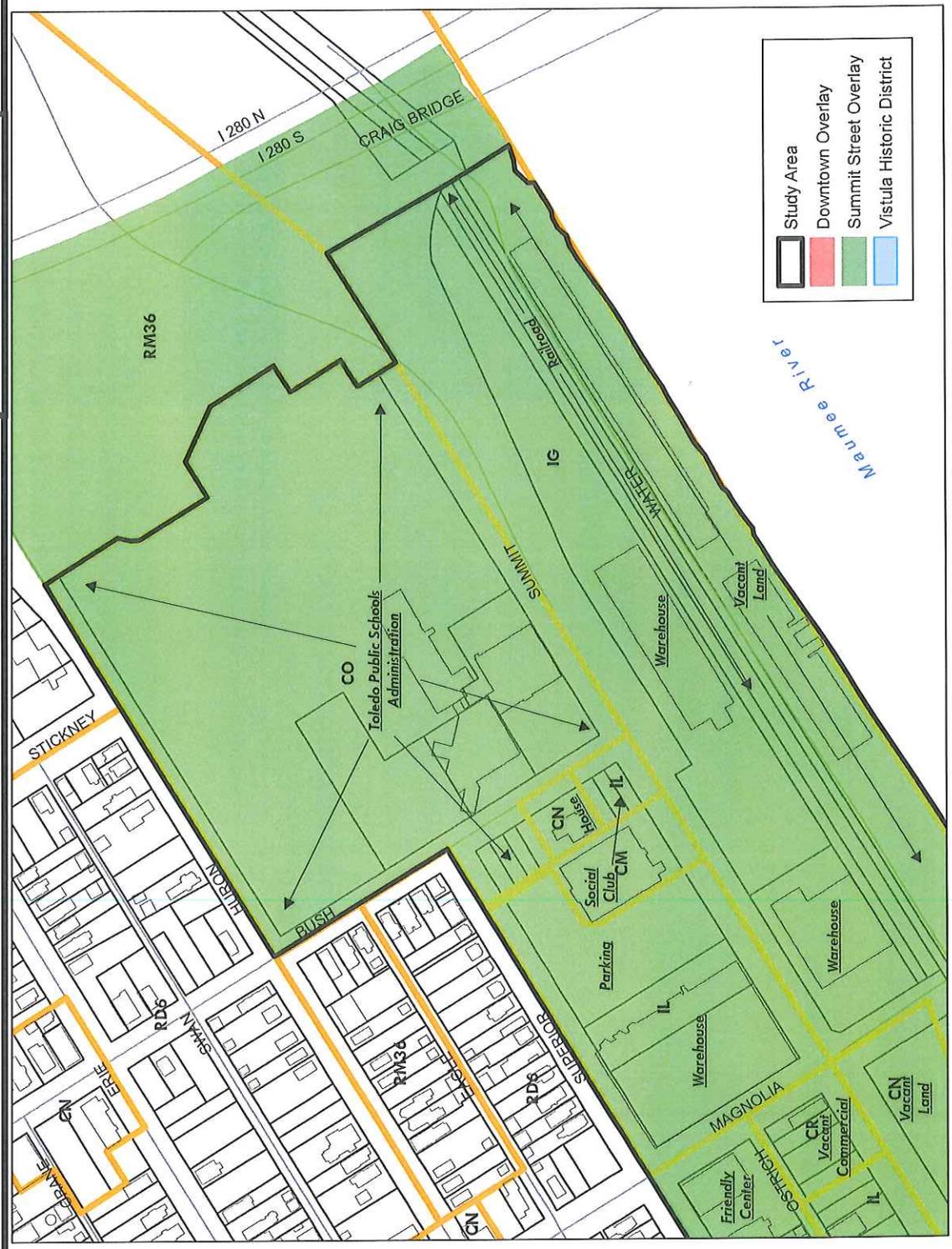
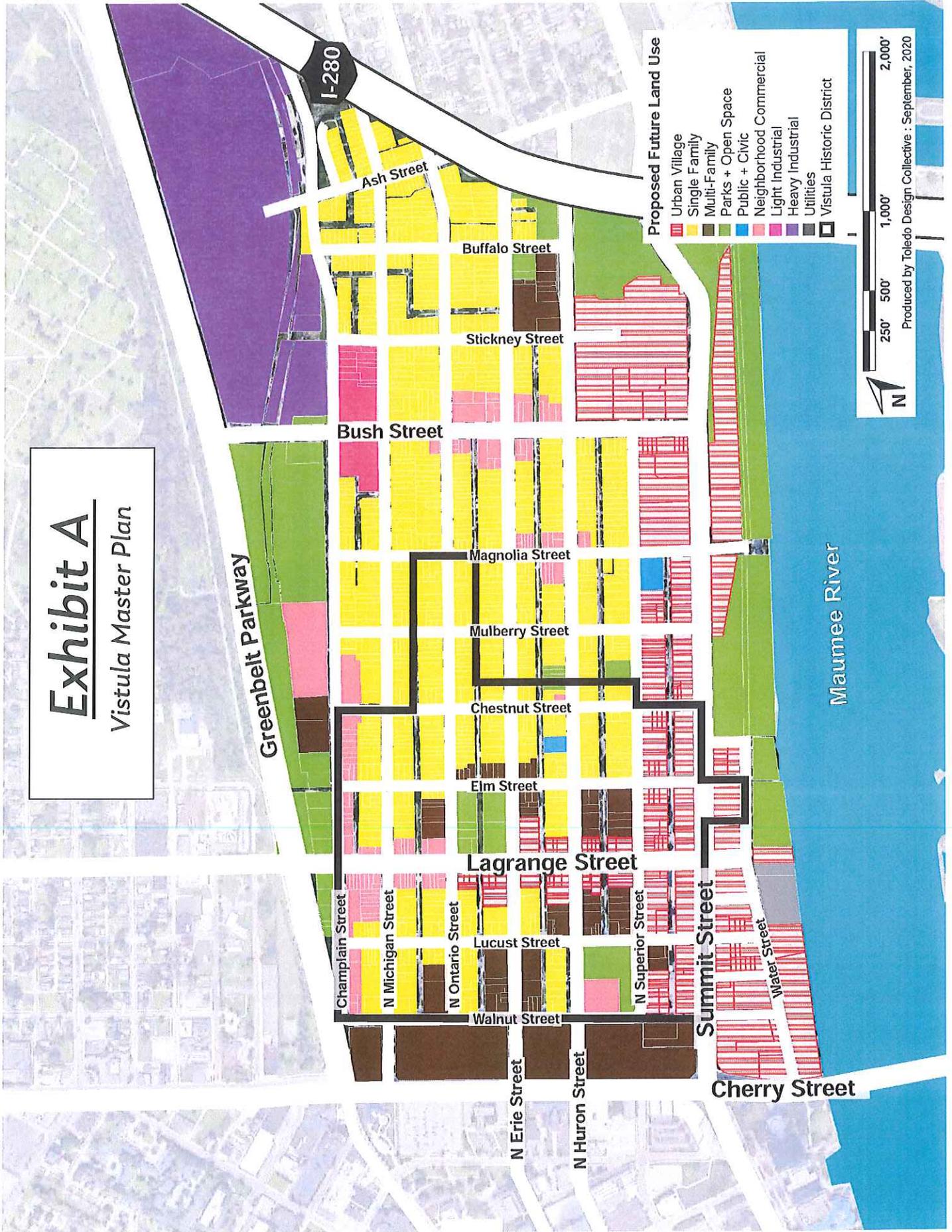


Exhibit A

Vistula Master Plan



- Proposed Future Land Use**
- Urban Village
 - Single Family
 - Multi-Family
 - Parks + Open Space
 - Public + Civic
 - Neighborhood Commercial
 - Light Industrial
 - Heavy Industrial
 - Utilities
 - Vistula Historic District

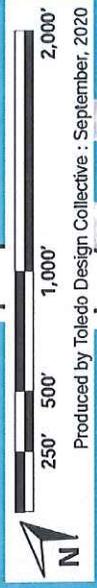


Exhibit B

City of Toledo, Vistula Neighborhood
Created Nov. 7, 2025 by the Toledo Plan Commission



Legend

Study Area

Forward Toledo Future Land Use

Description

- Downtown
- Neighborhood Mixed-Use
- High Impact Industrial
- Low Impact Industrial
- Neighborhood Residential
- Park Land

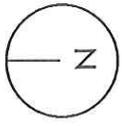
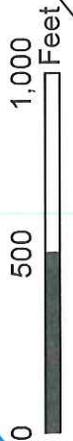
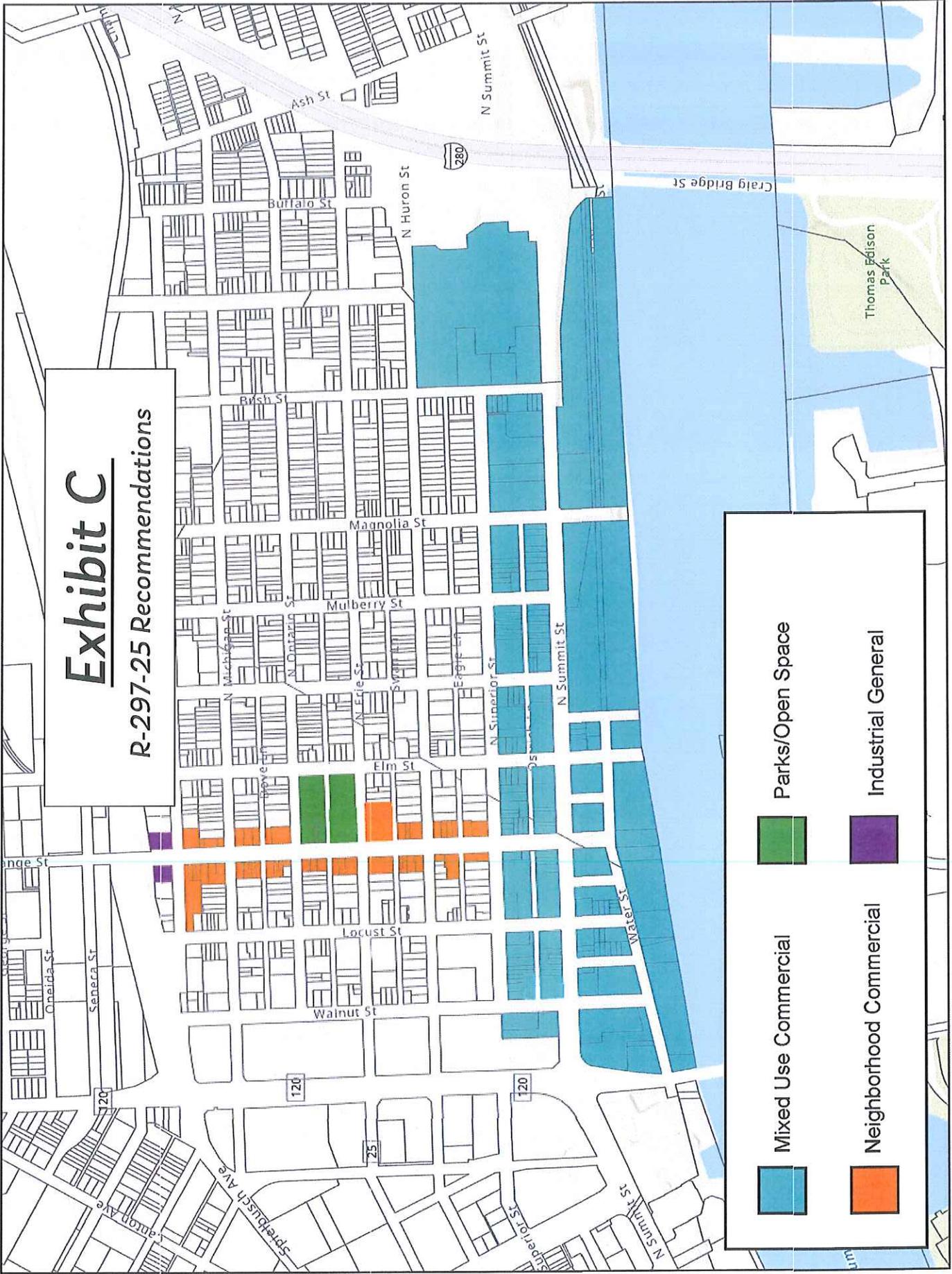


Exhibit C

R-297-25 Recommendations



Mixed Use Commercial



Neighborhood Commercial



Parks/Open Space



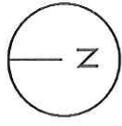
Industrial General



Exhibit E

City of Toledo, Vistula Neighborhood

Created Nov. 7, 2025 by the Toledo Plan Commission



Legend



Study Area

Proposed Zoning

Description



Downtown Commercial



Mixed Commercial-Residential



Neighborhood Commercial



Storefront Commercial



General Industrial



Light Industrial



Duplex Residential - 6,000 Sq. Ft



Multi-Dwelling Residential - 36 Units Per Acre



Parks and Open Space



City of Toledo
One Government Center
640 Jackson Street
Toledo, OH 43604

Vistula Neighborhood Community Meeting

**Wednesday,
November 12 | 6–7pm**
Salem Lutheran Church,
1127 North Huron Street

The City of Toledo is studying zoning updates in the Vistula neighborhood to help the residents grow and thrive. Your property is nearby—**join us to learn more and share your thoughts.**

Come learn what zoning changes could mean, ask questions, and share what matters most to you about Vistula's future.



TOL

**Join
Us**